ONTARIO LICENSE LEGISLATION

AS DEALT WITH BY

HON. J. R. STRATTON

PROVINCIAL SECRETARY,

IN AN

ADDRESS TO HIS CONSTITUENTS

AT

NORTH MONAGHAN

ON

MONDAY EVENING, 17th OF JUNE, 1901.

REFERENCES TO PUBLIC INSTITUTIONS.

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Ontario License Legislation.

At North Monaghan, West Peterborough, on Monday evening, June 17th, Hon. Mr. Stratton, addressing his constituents, after speaking generally upon Provincial issues, dealt with the License Legislation of the Ontario Government, showing the results that had followed repeated amendments and improvements of the law—numerical reduction of licenses, diminution of drunkenness and commitments for crime, and the creation of a healthy moral sentiment which has contributed to make Ontario, if not the most, one of the most temperate and law abiding communities in the world. Upon this subject Mr. Stratton said:—

In view of the many agencies and methods in operation with the object of dealing with, regulating and abolishing the drink traffic, to the lessening or removal of the evils of intemperance, a request has been made by those deeply interested in the subject for some explanation and demonstration of the effects in these directions of restrictive and regulating legislation and administration. In compliance with such a request I have much pleasure in addressing myself for a short time to the consideration of the provisions of the Ontario Liquor License Act of and the stages of restrictive enactment that have brought it to its present condition, the objects which were aimed at and the results that have followed the administration in conformity with the legislation enacted. I think the proposition cannot be disputed that, if the liquor traffic is recognized as legitimate by the State, the State is, therefore, charged with a certain degree of responsibility in dealing with the consequences of the traffic. One of these consequences, not necessarily, but almost invariably, is drunkenness, and the train of evils and injuries to the individual to the home and society which follows. Whatever differences of opinion there may be as to the wisdom of even the moderate use of strong drink, there are no two opinions respecting the terrible evils of the excessive use of intoxicants. No one will deny that drunkenness is a crime against the State; that it unmans the subject of it; that it impairs or, according to degree, destroys his usefulness as a citizen, making him not only industrially unproductive, but actually a burden on society; and the conditions of life created in the home forbid the hope of domestic happiness or of the inmates growing up useful members of society and desirable citizens.

Therefore, apart from moral considerations, under a license system it becomes the duty of a Government, on economic grounds, to take such legislative and administrative action as will minimize the evils, and increase and develop the benefits and utility of the traffic. To effect these objects, the obvious means to be employed are regulation and restriction, and the more judicious and effective these are made the better the results. Numerical reduction of the number of licenses has long been recognized as an important factor in decreasing the terrible evil of drunkenness. This was recognized in the earliest License Act passed in England nearly 350 years ago. The preamble to this Act described it as an attempt,—

"To remedy the intolerable hurt and "trouble to the commonwealth of the "realm by common ale-houses and oth-"ers called tippling houses."

The value of regulation and restriction as a means to the decrease of drunkenness

and the improvement of the accommodation of hotels was recognized by the Liberal Government a quarter of a century ago. The Government has acted upon its convictions in this matter and the results have been, if not altogether satisfactory to the optimistic, at least very important and encouraging.

History of License Legislation in Ontario.

The history of the license legislation of the Liberal Government and its administration shows a steady advance in improvement in both respects. The successive steps in the direction of restriction have been positive and at the same time gradual; so that public sentiment has been in favour of the advances made to a degree that has rendered their requirements respected and their application correspondingly effective. At the time the Liberal Government took office in 1872, and for a few years afterwards, the licensing power was in the hands of the municipalities. Those interested in procuring licenses exercised so much influence in local politics that they could gain control of Municipal Councils and dictate as to whom were to receive licenses, and practically issue licenses to themselves. In this way, naturally, the character of licensees was often of low grade; the character of the houses they conducted corresponded, the number of licenses was practically unlimited and the prevalence of intemperance and the attendant evils was in proportion to the facilities available for obtaining drink. Indeed all the conditions were so unsatisfactory, as to fully warrant the first important step taken by the Government which was to assume control of the licensing system. It was natural and logical to argue that the power which was responsible for dealing with the conditions arising from the working of the license system, should, so to speak, become responsible for cause as well as effect. The first result in the way of advance following the Crooks' Act, adopted in 1876, was a decided diminution in the number of licenses issued. Two years before the passage of this Act the number of licenses issued was 6,185.

And the population of the Province was 1,700,000, or one license to every 274 persons.

In 1900 the number of licenses had fallen to 2,950.

The present population of the Province is 2,500,000; this gives a ratio of one license to every 850 persons.

Or in other words the increase of population has been 32 per cent.,

While the decrease in the number of licenses has been 67 per cent., figures that represent nearly 100 per cent. of improvement.

The benefit arising from the decrease of licenses, in the way of decreasing drunkenness, has the sanction of high authorities as well as the proof of actual experience. In the House of Lords, May 8th, last year, the Bishop of Winchester speaking in reference to amendments of liquor licensing laws, said—

> "he believed that reducing the number of "licensed houses would conduce to temperance by limiting temptation and "improving the character of the licensed "houses that remain."

And Viscount Peel, Chairman of the British Royal Commission, investigating the subject of reform in the licensing laws, said on the same occasion:—

> "He was one of those who believed "that the more licenses the greater the "temptation, and the more the licenses "were spread over the town the greater "the drunkenness."

Another evidence indicating the benefit of decrease of facilities for procuring drink in lessening drunkenness is found in the report of a recent investigating committee in England, composed of five physicians, two surgeons, a professor of bacteriology, an army surgeon and five general practitioners. After eighteen months' investigation, they decided that drunkenness is not due to inherited appetite, in other words that a craving for drink cannot be transmitted from parent to child. The committee was appointed by the London Medical Society and its finding shows that to decrease the opportunities for obtaining drink will tend to lessen drunkenness.

Reduction of Licenses

In this connection it will be perhaps interesting to compare the number of licenses issued at various periods say, five year periods, with those issued at the present time:

Year.	Licenses.
1874	6,185
1879	4,020
1884	3,970
1889	3,500
1894	3,151
1899	2,950

In the first period of five years, the reduction of the number of licenses was 2,165, or 433 per year.

During the next five year period the reduction was less, being only fifty, or ten per year.

In the third five year period the reduction was considerably greater—410, or 82 per year.

In the next five year period the figures of reduction are also considerable—409, or 81 per year.

In the fifth period the number decreased by 201, or a decrease of 40 per year.

For twenty-five years between 1874 and 1899, the decrease in the number of licenses has been a decrease of 130 per year, the aggregate decrease being 3,235.

While the actual reduction is large it becomes relatively much greater when we recall to mind the great increase in population during the period named. If the licenses had been issued in 1899 at the same ratio that obtained in 1874—namely, one for every 280 of the population—the number of licenses that would have been issued in 1899 would be the very large number of 8,928, while the actual number of licenses issued in 1899 was only 2,950. The reduction in the number of licenses was the most striking feature of the Liquor License Act of 1876; and since that time there have been eleven amending Acts passed, all tending in the direction of numerical reduction of licenses.

Restrictive Effects of Amendments

All these amendments, as I have said, have been in the direction of restriction in the direction of improving the facilities for administration, lessening drunkenness and improving hotels as to accommodation and general character. I might briefly point out the principal improvements in these several respects produced by the several amending Acts beginning with the Act of 1876. In the Act of that year, popularly known as the "Crooks' Act," the principal provisions were:

The issue of licenses was withdrawn from the Municipal Councils and placed in the hands of License Commissioners.

The number of licenses was limited according to population.

Inspectors were appointed by Government to enforce the law.

Act of 1877.

The amendments of 1877 provided for the placing of:

Restrictions upon sales by druggists.

Restrictions upon sales in vessels.

Increased penalties for second and third offenses.

And searching in unlicensed houses were provided for.

Act of 1878-81.

In the amendments of 1878:

Provision was made for the enforcement of the Dunkin Act, and for paying the costs thereof.

In the amendments of 1881:

Provision was made for the issue of beer and wine licenses.

Further increase was made of penalties for second and third offences.

The actual seller of liquor was made liable.

Increased facilities for searches and confiscation of liquor were provided.

Provisions for enforcing the Scott Act were made, and Police Commissioners and Chiefs of Police were especially charged with the duty of enforcing the License law.

Act of 1884.

The amendments of 1884 provided:

That the number of saloon licenses be limited in cities and be refused altogether in towns having less than 6,000 of a population.

Provision was also made for publication of names of new applicants for licenses and description and location of premises proposed to be licensed.

Privileges were granted to electors to oppose by petition the granting of licenses. The majority of electors may prevent the issue of new licenses.

No new shop licenses to be granted to premises in which other goods are sold; and in 1888 no shop license whatever is to be granted to premises in which other goods were sold.

No appeals allowed except to the County Judge in Chambers.

Appeals permitted to the Court of Appeal from the decision of the County Judge.

Stringent provisions were made regarding sales to habitual drunkards.

One bar only to be allowed in future.

No licenses hereafter to ferry boats.

Penalties were imposed for refusing lodging and for taking articles in pledge for liquor. Also for permitting drunkenness on the premises.

The sale of liquor to minors under sixteen years of age was prohibited.

Purchasers of liquor during prohibited hours or on unlicensed premises were made liable to penalty.

Further increase of fees for licenses was made.

In 1885 purchasers not being members of the family were made further liable.

Act of 1886

In the amendments of the year 1886:

Increased duties for licenses were provided for, and increased penalties and punishments imposed for selling without license.

A Provincial Inspector was appointed to audit License Inspectors' Accounts, to investigate complaints and to attend to other specified duties.

More stringent regulations were made for Saturday night and Sunday selling.

Frequenters of bar-rooms on Saturday nights and Sundays were made liable to arrest.

Penalties for sales to unlicensed dealers were imposed.

Provision was made for permitting one justice to hear cases in rural municipalities.

Act of 1888

The amendments of 1888 consisted of:

Further provision for enforcing the Scott Act and providing for expenses.

The amendments of 1889 were important:

New applicants for premises not under licenses were required to produce certificates signed by majority of electors.

No license permitted to be granted to vessels.

Increased penalties and punishments for selling without licenses.

Prohibited age of minors raised to 18.

Owners of houses, in which liquor is sold illegally, made liable.

No appeals allowed in cases of convictions of unlicensed persons.

Further stringent provisions were made regarding the frequenters of unlicensed premises.

And the important provision was made for the introduction and passing of of Local Option by-laws.

Act of 1891-92

In the amendments of 1891:

Provision was made for hearing special cases, in Court of Appeal re Local Option by-laws, and for the re-hearing of cases where by-laws were quashed.

In the amendments of 1892:

Provisions were made for the enforcement of the License Act applied to Local Option.

Increased provisions were made regarding the sale of liquor to habitual drunkards.

Appeals were allowed to County Judge from orders of dismissal of Police Magistrate.

Further restrictions were imposed regarding druggists.

Brewers were restricted to sale to holders of licenses only.

Members of Municipal Councils and Constables were rendered ineligible as bondsmen for license holders. It was provided that Local Option by-laws shall not be repealed for three years.

Act of 1897

In 1897 the legislation:

Increased the population limit to three licenses for the first thousand of the population, and one license for each full 600 additional persons except in County towns.

Further restrictions were placed on the sale of liquor by druggists.

The hours for sale of liquor were fixed at from 6 A.M. to 10 P.M. in townships and from 6 A.M. to 11 P.M. in cities leaving power in the hands of License Commissioners to still further limit the hours.

Here I might point out that the prohibited hours for liquor selling, that is the hours during which bars must be closed, are greater in Ontario than in any other Province. In Quebec bars are closed only on Sundays, that is at twelve o'clock on Saturday night and open at five o'clock on Monday morning, subject, however, to an amendment empowering municipalities to pass by laws to close at 7 p.m. Saturdays and at 10 p.m. on week days. In Prince Edward Island bars are closed on Sunday only, and in Nova Scotia only from 6 o'clock on Saturday night until seven o'clock Monday morning, in New Brunswick from seven o'clock Saturday night until seven Monday morning, and in Manitoba before prohibition was adopted the law required bars to be closed from ten o'clock Saturday till seven Monday morning. There are in none of these Provinces statutory restrictions such as are in force in Ontario (apart from Saturday night and Sunday) restricting selling through the week—after ten o'clock and eleven o'clock p.m. on every week night for rural and urban hotels respectively.

An amendment was passed prohibiting the sale of liquor to any person under 21 years of age—the previous limit having been 18 and prohibiting license holders from permitting minors to loiter round their premises.

This amendment, all will admit, is of immense importance.

Saloon licenses were abolished.

License Commissioners were prohibited from granting licenses within 300 feet of churches and schools, to premises not heretofore licensed.

And provision was made for the cancellation of licenses on the certificate of the magistrate showing that a license holder had knowingly broken the law by three violations of the provision forbidding sales during prohibited hours.

Effects of Amending Legislation.

As a complement to the restrictive amendments cited we might well give some attention to the general effect of the legislation I have just referred to—in the first place in relation to moral improvement. I have referred before to the universal recognition of the fact that drunkenness is an evil to the individual, to the home, to society and to the State. In the first place statistics show, that Ontario with her well-considered and continuously improved License Law, is far ahead of all the other Provinces in sobriety and in immunity from crime. And the fact of this improvement having been gradual and coincident with the improvements in license legislation, it is fair to very largely attribute the result to the cumulative effects of the amendments that have from time to time strengthened the provisions, and assisted the administration of the Liquor License Act. (Applause.) There is great reason for congratulation at this condition when we remember the injurious effects resulting from general habits of intoxication, which are thus set forth by the late Mr. Gladstone who said:

> "Greater calamities are inflicted upon "mankind by intemperance than by the "three great historical scourges, war, "pestilence and famine."

In the statistical year book of Canada fo 1899 we find returns of the convictions

for drunkenness for fourteen years from 1886 to 1899 inclusive. From the year 1889 to 1899 the improvement is quite remarkable.

In 1889 the convictions for drunkenness reported in Ontario amounted to 4,707.

But in 1899 this had dropped to the comparatively low figure of 1,802.

This is a decrease of 2,905, or over 60 per cent.

The same record show that in 1889 there was one conviction for drunkenness for every 205 persons, and in 1899 the conditions were one for every 824 of the population.

These figures indicate that between these years the reduction was progressive and there is reasonable ground for belief that it will continue.

Comparison With Other Provinces

To emphasize the superiority Ontario enjoys in this respect, we have only to compare, and to the great advantage of this Province, the relative condition in this regard of the other Provinces. The number of persons to each conviction in the following Provinces for the year 1899 was as follows:

Ontario	826
Quebec	461
Nova Scotia	418
New Brunswick	253
Manitoba	355
British Columbia	207
Prince Edward Island	341
The Territories	180

In the other Provinces the average number of persons to each conviction is 349, while in Ontario the figure is 826, representing nearly one third less drunkenness. Not only in this respect has the Ontario standard of public morality been raised, but confirmation of the figures quoted is to be found in the statistics of crime. In Ontario the returns for each period of five years since 1886 show progressive improvement in the lessening of the numbers of commitments for misdemeanours and crimes.

In the period from 1886 to 1890, the total commitments were 3311

For the next five year period, from 1891 to 1895, the number of commitments had fallen to 2761

For the next five year period from 1896 to 1900, the figures had again dropped to 1959

This is a decrease in 13 years of 2391

This represents a reduction of over 55 per cent., a reduction which will be much emphasized when we consider the large increase of population in that time.

The Comparison Extended

We might carry the comparison outside of Ontario and we shall find that this Province easily maintains there also its head in sobriety. In the report of the United States Prohibition Commission of 1895, it was shown that in the State of Maine, where absolute prohibition is the law, the commitments for drunkenness for five years previously were 251 per thousand, while in Ontario for the same period the commitments for drunkenness were only 195 per thousand. Whether this goes to show the superiority of a well considered License Law fully abreast of the progress of public sentiment in regard to restriction—may be a matter of opinion, but I submit that the conditions mentioned afford a subject for thoughtful consideration. I have not quoted the above figures as wishing to determine the relative merits of Prohibition and the license control of the liquor traffic, but it is, however, a fact that in Maine, under absolutely prohibitory laws, there is, according to statistics, one third more drunkenness than in Ontario under a well considered and well administered License Law. In addition to what may be considered direct evidence there is collateral evidence of the improvement in drinking habits in Ontario under the License Act. In the "Twentieth Century Quarterly" is found an interesting statement of the liquor consumption of half a dozen principal countries of the world—Canada, Australia, United States, Great Britain Germany and France. Excluding Canada from the count, the average consumption of drink in the other countries named is 29.27 gallons per head in a year. The con-

sumption of liquor in Canada is given as 5 1-5 gallons per head, which is only one-sixth of the average of the countries named; and, as Ontario furnishes nearly half of the population of the Dominion, this province is to be credited with a proportionate, if not greater share of this splendid evidence of national sobriety.

Decrease of Drinking in Ontario.

Not only is there statistical evidence of the improvement in morals of the population of the Province (as influenced by drunkenness), which has been produced by the License Act, and its several amendments and their effective administration, but there are also evidences, other than statistical, in support of the claim that drunkenness is on the decrease in Ontario. Observation and our personal knowledge can be adduced in proof of the latter proposition. Any person visiting towns and villages on occasions of large public gatherings, as at Exhibitions or Fairs, on holidays etc., and carrying back his recollection a few years, is forcibly struck by the absence of drunken persons and of brawling, fighting, etc., as compared with earlier days. In fact habits of intoxication are black-listed in public estimation now-a-days. Sobriety is a cardinal essential of employment in any position, whether menial or responsible. In addition to the effects of restriction and reduction of licenses in diminishing and preventing drunkenness, there may be mentioned (though it is not directly connected with the License Department) the educational influence that has co-operated. Under the School regulations Temperance and Hygiene have been taught in the schools, and the number of pupils receiving instruction in these subjects has risen from 33,924 in 1882 to 219,776 last year. Another gratifying result of the improvement from time to time in license legislation, is the improved character of the hotels of the Province in all respects; in the character of the patrons, in general respectability, in comfort and equipment and in sanitary and other conveniences. Yet another element in improving the character of hotels and indirectly decreasing drunkenness is the advance in license fees. In 1874 the statutory fees for tavern licenses was: Cities $40, Towns $25 and Villages and Townships $15. At present the statutory fees for tavern licenses are: Cities $250 to $350 (according to population) Villages $120 and Townships $80. The increase in license fees has co-operated with the statutory conditions in decreasing the number of licenses issued. These were:

In 1874	6,185
In 1899	2,621
A decrease of	3,235

Here I might add a comparison of the licenses issued in Toronto, the largest city in Ontario, with the licenses issued in a few of the United States cities adjacent to this Province. Take the City of Buffalo. Last year there were issued 1,547 saloon licenses, and 133 shop and drug store licenses, a total of 1,680 licenses, or one to every 208 of population. Detroit, with a population of 290,000, issues 1091 licenses, or one license to every 254 of population. Rochester with a population of 162,608, has 650 licenses, or one to every 250 inhabitants. Port Huron, Mich., with a population of 20,000 has 56 licenses, or one to every 353. Ogdensburg, with a population of 14,000 has 41 licenses, or one to every 340 of population. Niagara Falls, N. Y., with a population of 19,457, has 151 licenses, or one to every 128. Here we have six American cities with an average of one drinking place to every 257 of the inhabitants, while in the city of Toronto under the Liquor License Act, there is one license to every 1,111 of the population, according to the latest municipal census. Here it may also be remarked that in Toronto in 1875, with a population of 60,000 there were 455 licenses, or one to every 132 of the population, instead of as at present over 1,100 of population to every license, and if, as I have shown, the evil of drunkenness is proportionate in extent to the facilities provided for obtaining drink, the conditions under the license system in Ontario are very

greatly in advance of those obtaining in the United States cities mentioned. I do not intend to go into comparison of the statistics, comparing Ontario with Quebec, but I do remember reading in the Montreal Hearld, one of the oldest and most reliable newspapers in Canada, a short time ago, that their were 900 places in the City of Montreal where liquor could be purchased. There was one license in the City of Montreal for every 64 men. On some future occasion I propose to make a comparsion between the License Laws of Quebec and the License Laws of Ontario, and no doubt the comparison will be in favour of this Province.

Local Prohibition Provisions

Another evidence of the Government's desire to minimize the evils of intemperance so far as the legislation in its power can be effective to that end, is found in the local prohibitory enactments, represented by Local Option legislation. In 1890 provision was made for the introduction and passing by municipalities, of Local Option by-laws. Since 1890, by-laws for the adoption of Local prohibition have been submitted to popular vote on 79 occasions in 68 Municipalities. These by-laws, prohibiting the sale of intoxicating liquors were passed in 51 municipalities and defeated in 28 instances. In 15 cases the by-laws passed were quashed on appeal to the Courts, chiefly on the decision of Judge Galt that the Act was ultra vires, a judgment that was reversed by the Judicial Committee of the Privy Council. At the present time Local Option by-laws are in force in 21 municipalities, by which 39 licenses and 3 shops have been cut off, and one of these is within a few miles of the place where we are assembled. During the past year (1900), five by-laws were submitted, four of which sustained Local Option. Two of these were quashed by the Courts on technical grounds and one by-law was repealed. Of course it cannot be expected that the prohibition in these cases is anything like absolute, but the law has enabled the people to try the experiment. In West Peterborough there is a healthy local sentiment. In six townships in this riding there were no licenses issued, for the reason that people do not want them. The primary object of the Liquor License Act is of course not to directly promote total abstinence, but to decrease drunkenness, and it may be claimed that the aim of the Government in framing, amending and administering the Act has been successful in decreasing the evil of intemperance and all its accompanying evils. I have shown how great has been the reduction in the number of licenses; I have shown by eminent authorities that the reduction of licenses leads to the decrease of drunkenness; I have shown that in Ontario there has been in this regard a remarkable improvement, as attested by largely decreased commitments for drunkenness, making the record of this Province in this respect lower than that of any Province of the Dominion, or of any State in the Union, or of any other country; I have shown that Ontario has the best moral record—the best record for sobriety—of any country in the world. And I do not think that I am far wrong in largely attributing this result to the Liquor License Act, amended from time to time since 1876 with increased restrictions and with improved machinery for its effective enforcement. (Applause.

Concluding Observations.

I do not claim that the Act, as it has from time to time been amended, is perfect, or that its enforcement will, or can be, perfect. The obstacles in the way of effective enforcement of the Liquor License Act are very great. The temptations of the hotel-keeper most anxious to keep the law are many and great. He is subjected to all sorts of requests, from the artless to the crafty, to obtain drink in forbidden hours. The ingenuity of the dram drinker is proverbial, and it is no wonder that his wiles are often successful. If the same keen quality of inventive genius that is exercised in procuring liquor were exercised in a more beneficent direction, say

in inventing a policy for our good friends of the Opposition, we of the Government party might have something tangible to deal with. Considering all the diverse elements that have to be dealt with in the enforcement of the Liquor License Act, it seems to me that the success achieved is highly creditable and the results beneficial in the promotion of more temperate habits. The charge is often made by the Opposition that the administration of the License Act is complicated by political considerations, and the evil of this alleged condition has been greatly insisted upon. But the very satisfactory results that have followed—in the decrease of drunkenness; in the improvement in morality in general; in the decrease in crime; in the improvement of our hotels both in character and accommodation—all these combine to render more emphatic, if not to render unnecessary, explicit denial of such a charge. If such beneficial results as I have enumerated follow the political influence alleged to exist in the administration of the License Laws, then it is a good thing and not the evil the Opposition claim it to be.

An Objection Met.

Before concluding I may mention that another objection which is much urged by the Opposition is that the Liquor License Act represents a "robbery" of the Municipalities by the Government. Let us look for a moment into the extent of this alleged "robbery." The total revenue derived from Liquor licenses since 1876 amounts to the sum of $11,517,021.55. Of this sum the Municipalities have received over half, or $6,166,848.43. Besides giving to the Municipalities more than half of all our liquor license revenues, the Province has given them for various services the large sum of between eighty and ninety millions of dollars. Add to this the municipal share of license revenue, and we have a grand total of nearly a hundred million dollars as the extent to which the people have been benefitted by Government contributions which have practically saved the levy of a corresponding amount of direct taxation. (Applause.) The gentlemen of the Opposition, or the party to which they belong, have not always been so solicitous for the welfare of the municipalities. They pretend to be indignant over the mythical "robbery" of the municipalties; but they never condemned but rather sympathised with and aided the attempt of the Dominion Government, under Conservative guiding, to rob both the Municipalities and the Province of the entire revenue from liquor licenses at one fell swoop. You all remember the ludicrous failure of the ill-conceived McCarthy Act. In conclusion, I may fairly claim that the Government, through its license legislation and administration, deserves a large degree of credit for the excellent results in the way of moral reform, the development of healthy temperance sentiment, the improvement in the character, accommodation, and equipment of hotels and a general effective control of the traffic which have tended to make the Province of Ontario the most sober and most moral community in the world, and the policy of the Government on this subject will warrant the assurance that future amendments of the law will be made in the same direction and with similar results. (Loud Applause.)

Public Institutions of Ontario

Mr. Stratton in connection with the foregoing address also furnished some very interesting information respecting the nature of the work of maintaining our Public institutions and their internal working After referring to the expenditure of about a million of dollars a year by the department of which he is Minister, and the fact of the inmates being maintained at a lower per capita cost than the inmates of any similar institution in the world, he said:

Central Prison and Mercer Reformatory.

To most of the people of the Province the Central Prison and the Mercer Reformatory are but names, which convey no idea of the important industries carried on in them -especially the Central Prison. This is a penal institution such as is maintained in no other Province of the Dominion. The other Provinces have penitentiaries maintained by the Dominion Government. The Central Prison is a penal institution and as such is literally a "terror to evildoers." The average criminal prefers a term in the Penitentiary double the length of a term in the Central Prison, for at the latter, punishment more largely takes the form of work instead of preying on society and living upon the labour of others, which as criminals at large they would do, the prisoners are employed in productive labour made to earn not only their own living but to contribute to the maintenance of others in the care of the Province.

The average yearly number of prisoners is 386 and the average yearly cost of maintenance per head is $1.60, a total cost for maintenance of $61,000 per year. The value of the average yearly output of product is $108,000. Seventy-six per cent. of the prisoners employed in productive industry, make a yearly average of net earnings of $22.50. The remaining 24 per cent. are employed in domestic work, sick in hospital or confined by day in the cells.

The industries carried on by the prisoners at the Central Prison consist of broom making, binder twine and rope making, blacksmithing, iron finishing, iron bedstead making, woollen mill, tailoring, shoemaking, carpentering, woodworking, painting, steam fitting, engineering and masonry. There are about 130 dozen brooms and whisks turned out a day, furnishing supplies of these articles for the Public Institutions, while the balance is supplied to the export trade. In the blacksmithing and iron finishing department are made the ironwork required in the construction or repair of lockups in unorganized districts, public buildings and repairs to prison machinery, etc. In the iron bedstead department are made these articles for all the public institutions as well as for the public hospitals and jails of the Province. In the woollen mills are made the cloth, flannels and blankets for the Prison and for the Public Institutions as well as yarns for knitting. The tailoring department supplies clothing for guards and attendants of the Prison and for the prisoners in the jails of the Province. The shoe shop turns out the shoes for guards, attendants and prisoners and for attendants in some of the Public Institutions. The carpentering and woodwork department is thoroughly equipped and produces broom handles, wash boards, croquet sets, etc., clothes horses, stepladders, children's sleighs, wagons and toy carts by the tens of thousands and other small lines of wooden ware. The painting of these products is done in the painting department. The tinsmithing department turns out a full line of household tinware and

tinware supplies for the Mercer and other Public Institutions. All these departments are carried on by prison labour.

Mercer Reformatory and Girls' Refuge.

The inmates of the Mercer Reformatory are employed in laundry work on a large scale, which is all done by hand. Here is also done the making of undergarments etc., for the inmates, and for the Central Prison. The stockings for the inmates, and socks and mittens for the trade are produced in the knitting department.

In the Refuge for Girls the surroundings are made as pleasant as conditions will permit and a competent staff of teachers is employed to give instruction in general English branches, in plain and fancy sewing and in a full course of Domestic Science and Household Economics.

Public Institutions of Ontario

Perhaps there is no country that exercises so much solicitude for the unfortunate, afflicted and dependent of its population, or makes more liberal and wisely directed expenditure in their care than the Province of Ontario. We have Asylums for those with minds diseased, Hospitals connected therewith specially equipped for those with physical ailments Refuges for the destitute and Reformatories for the morally deformed. All these are maintained by the Province without a cent of direct taxation. We have no direct taxation in this Province for these purposes. There is no charge upon the Municipalities in respect of them. revenue for Succession Duties which is devoted as far as it goes about $200,000 per year -to the maintenance of our Public Institutions bears only upon the very wealthy and well-to-do.

We maintain eight Asylums for the shelter, care and treatment of the insane, and the public at large have little idea of the extent and nature of the work done in these institutions. It is to be remembered that in eight large buildings with acres of floor space and miles of corridors there are housed and cared for a population of about 5,000 demented persons, equal to the inhabitants of a large town; a population of every conceivable type of delusion, demanding special treatment and unceasing vigilance in supervision. These are to be sheltered, clothed, fed and given such treatment as the individual cases require. The matter of the purchase of supplies—sufficient and no more is no small responsibility. Under authority of the detailed appropriations made by the Legislature, quarterly requisitions for supplies are forwarded to the Department, carefully investigated and, if approved, returned to the respective institutions with authority to purchase from time to time such supplies as needed. Supplies purchased under these conditions are deposited in store and distribution is made from the stores only on requisition of the head matron, endorsed by the superintendent. In addition to the storekeeper's receipt for supplies deposited with him, every article of supply is recorded when it enters the store, and every issue also recorded, so that the returns made to the Department indicate the exact condition of the stores. The record of receipts and issues of the storekeeper, the returns of such issues made to the Department, and the quantity remaining of the supplies covered by the receipts of the storekeeper, must exactly correspond. Every effort is made to keep down the expenditure to the lowest possible point consistent with efficiency, and it is, besides, the policy of the Government both from motives of economy as well as for the benefit of patients to provide productive employment.

Employment for Patients

Popular ideas in regard to the insane are not always in line with the real conditions. There are degrees and forms of insanity in which the line of demarcation between reason and insanity is very lightly defined. There are monomaniacs whose minds are as sound in all other subjects except that of their special delusion and who can talk and converse as rationally and as collectedly on any

subject as the sanest, at least until their "fad" is touched, when everything becomes mentally awry, and if their minds can be kept from the subject upon which they are insane the most astute cannot detect their mental peculiarities. For this type and indeed for all who are at all capable of working in any form, employment is one of the most beneficial forms of treatment. For this reason and on the grounds of economy of maintenance the inmates of our Asylums are kept as closely employed as possible.

The Toronto Asylum.

At the Toronto Asylum, with its seven hundred odd patients, the general form of employment is a type of that prevailing in all the other Institutions. The females are employed in all sorts of domestic work for which they are fitted, cooking, laundrying, sewing and mending, and knitting—their own garments and stockings. The men are furnished employment in the various trades they practiced in the world—tinsmiths make and mend the tins are used in the Institution, shoemakers and tailors ply their trades in the interests of the inmates and employment in gardening, trimming the lawns, grounds, etc., is provided for those not adapted to any particular mechanical calling. At the other Institutions the same general employment is provided for many of the inmates, but at those with large farms attached, as most of them have, the inmates are employed more largely in work connected with the tilling of the soil. It is not generally known that at some of the Asylum farms there is carried on perhaps the most successful and profitable intensive farming on the continent, as will be conceded when it is pointed out that the average profit per acre of the farm of 186 acres under cultivation at the London Asylum, is $41.29. This, as it would appear to the most successful farmer, abnormal average, especially considering the number of acres tilled, is due amongst other reasons to the fact that this farm is the oldest and has been longest under fertilizing treatment. The convenience to the city for manure supply, the utilization of the Institution sewage, with the careful and thorough cultivation largely by the labour of the inmates, account for so large a profit. The double benefit derived consists in the utilization of the labour of inmates for the reduction of the expenses of maintenance and the beneficial effects upon the general and mental health of the inmates.

Farming Operations.

The profits of the farm at Hamilton, where 225 acres are under cultivation, is less than at London—being $37.05 per acre—because the farm has not been so long subjected to fertilizing cultivation, but is not less carefully and skilfully tilled. It is however an average with which any farmer would be satisfied. The yield at the Mimico farm (220 acres) is still less per acre, the average being only $23.20, but even this is creditable when it is remembered that this is a newer farm still and that the soil is not of high-class quality. It will be recollected that Mimico was selected by the late Sanfield Macdonald as a site for the Agricultural College; but it was found that the soil was too poor for the purpose and the college was removed to Guelph.

At the Kingston Asylum, there are 124 acres of nominally farm lands. The soil, however, is of too little depth on the rock substratum to very successfully permit of profitable farming operations, especially in dry seasons.

The Brockville Asylum farm contains 211 acres, generally not very well adapted for farming, but more suitable for pasturage. These conditions do not, however, prevent a fair net profit from farming operations of over $1,500 a year at Brockville and over $4,000 per year at Kingston. At the Orillia Institution for the feeble-minded there is a fair profit derived from the 85 acres devoted to farming, of which 42 is pasturage. The net profits last year amounted to $3,778.68.

At all the Institutions more or less live stock is maintained. Altogether cows to the number of 230 are kept for the supply

of milk to the patients—36 at Toronto, 44 at London, 46 at Hamilton, 25 at Mimico, 28 at Kingston, 26 at Brockville, and 25 at Orillia. The number of horses employed at the several Institutions is 66.

Altogether there is a systematic attempt by the Department to employ the inmates of our Institutions with the object of lessening there y the expense of their maintenance.

Institution for the Deaf and Dumb.

The Institution for the Deaf and Dumb at Belleville was founded and is maintained to afford educational advantages to all the youth of the Province, who are on account of deafness, either partial or total, unable to receive instruction in the public schools. During the past session, which closed on the 12th of June, 1901, there were 264 pupils in attendance and since the institution was opened in 1870, from all parts of Ontario, 1194 deaf and dumb children have passed through its classes. The course of instruction is similar to that of public schools of the Province, but in addition thereto, manual training, printing, shoemaking, carpentering, barbering and baking are taught the boys; the female pupils are instructed in general domestic work, tailoring, dress-making, sewing, knitting, the use of the sewing machine, and such ornamental and fancy work as may be desirable. In every day life the graduates are engaged in many other callings; numbers of them are well off, others are in comfortable circumstances, few are a burden on their relatives and none of them, as far as I can learn, are in gaol as prisoners. As a class generally, they are good and enjoy the respect and esteem of the people in the communities in which they reside. Parents and graduates, without exception, bear grateful testimony to the good work done at the Institution.

Hundreds of letters of testimonial are on file in the Department giving evidence of the grateful recollection, by parents and friends and former inmates of the Institute, of the benefits the latter have received from their stay in it, and the practical help they have gained in the form of a preparation for wrestling with the practical duties of life and maintaining themselves in the ranks of respected and self-supporting citizens. If the people of the Province could read these testimonials and catch their spirit of gratitude for favours and benefits received they would be to more fully appreciate the noble and beneficent work this Institute is performing.

The aim is to make the Institution for the Deaf at Belleville the best in the world, and every year a little advance is made in that direction; the latest and best methods are employed and only those whose hearts are in the work are retained in the service by the Government.

The cost per pupil averages about $170.00 a year, which includes board, tuition, care of pupils, besides the general working of the Institution, a sum little more than one half the cost of many United States schools of the same character. I feel sure the people of this Province do not begrudge the amount expended for the carrying on of the work at Belleville and are prepared to sanction even greater expenditure to further ensure its efficiency. The members of the Legislative Assembly never cavil at expenditures for this and kindred institutions, when they are assured the money voted is wisely used, as it always is.

Penetanguishene Reformatory for Boys.

This Institution, as its name implies, is a reformatory for the reclamation of boys who are not vicious but rather incorrigible, impatient of home restraint, or with an idle and dissolute tendency of habit and character, due, more largely, to ineffective home training and control and unfavourable surroundings, than to inherent viciousness of character. The Reformatory is not a penal institution, but a place where reformatory methods are practiced and general mixed educational and industrial training given, which will neutralise bad tendencies, foster habits of industry

and fit the inmates for positions of usefulness in the world.

From the time of their entrance into the Institution the boys are under the most careful supervision. Of course the lads that are sent to the Institution are morally deficient and a Protestant and a Roman Catholic chaplain, practically resident, have charge of their spiritual welfare. And of course they are largely illiterate, and two properly certificated and qualified teachers give regular instruction—every day in the week—in the simple English branches. To fit the boys for lives of usefulness they are taught gardening and farming and the care and feeding of live stock, though the soil at Penetanguishene not being well adapted for farming, the instruction in these branches is not as satisfactory or thorough as it will be when the Institution is removed to the better agricultural region in Oxford. This will admit of larger number of boys being instructed in farming and in being fitted for occupying our unsettled farming lands, and will to that extent relieve the congestion of the labour market where industrial occupations are concerned. Then several trades and industries are taught: engineering and fitting, tailoring, and carpentering, so that in these respects boys leave the Institution equipped for a pretty wide range of occupation, with better chances of employment and with therefore less temptation to enter upon vicious courses. And recreation such as boys need is provided, baseball, lacrosse, etc., and a qualified instructor in gymnastics is employed. The boys adapted to learn music are taught to the extent of performing in the musical band at the Institution and the practical value of this is frequently demonstrated. Only a few days ago a lad who had left the Institution, got employment at a trade he learned there, because he was enough of a musician to take an instrument in a local band. The excellent record the lads make after a term at the reformatory are remarkable when it is considered that the boys received at the reformatory are not exactly the best to begin with. The records show that about 80 per cent. of the boys give a good account of themselves in the world. This is perhaps as large a percentage, if not larger, than the average boys of the general community achieve. Reformatory work has good effects in the Old Country. The British Home Secretary told a London deputation a few days ago that 2507 boys from reformatories and industrial schools had gone to the front in the war and had conducted themselves with great credit some of them winning the Victoria Cross and one being given a commission. Therefore the excellent results from the Penetanguishene Reformatory amply justify the expenditure made upon it and at the same time yield credit to the Government, which so efficiently administers it.

The Institution for the Blind.

Then there is the Institution for the Blind at Brantford now entering on its thirtieth year. This is a school for all youths from six to twenty-one years of age resident in the Province, who, by reason of defective vision cannot be educated and trained with the sighted. Blind children suffer greatly by their contracted surroundings. At Brantford the grounds afford the most perfect means for healthful recreation and a splendid gymnasium helps largely in their physical development. In the literary department the education is equal to that obtained at our best public schools. A recent examination by a public school inspector proved this. The difference is in the methods and apparatus. There is a kindergarten for the little ones. But the blind youth needs more than this. And music comes in to supply the means of securing for many happy and useful lives. Some become music teachers, but many more make an existence that would otherwise be burdensome, joyous and delightful to themselves and others by their attainments. These are often of a high order. Several pupils have carried off first-class honours at the Toronto Music schools before leaving the Institution. In female industries the pupils can boast that there is no attachment of the sewing machine they cannot

work. In knitting and fancy work they compete successfully with the sighted at the public exhibitions. And in domestic cookery a class has won warm approval. For the male pupils piano-tuning is perhaps the best resource. Besides many working on their own account there is hardly a piano factory in which one or more are not employed. In one large factory every tuner has been a pupil of the Institution. For other male pupils the willow and cane industry finds a more or less profitable outlet. For securing the health, comfort, and moral oversight, of from 120 to 130 young persons of such a class a large staff is required and no point under these heads is neglected. Most of the officials have held their posts for long periods, one guarantee of their fidelity and, certainly, of their experience.